

CAPE METROPOLITAN NEGOTIATING FORUM

A PROPOSED BOUNDARY
FOR THE CAPE METROPOLITAN
NEGOTIATING FORUM AND
TRANSITIONAL METROPOLITAN
COUNCIL
IN THE PRE-INTERIM PHASE

DISCUSSION DOCUMENT 1
Produced by Working Group 1

JANUARY 1994

ISBN 0-620-18302-0

This document is also available in Afrikaans and Xhosa
from the Forum Secretariat, 2 Anson Road, Observatory 7925.

CAPE METROPOLITAN NEGOTIATING FORUM

DISCUSSION DOCUMENT 1

A PROPOSED BOUNDARY FOR THE CAPE METROPOLITAN NEGOTIATING FORUM AND TRANSITIONAL METROPOLITAN COUNCIL IN THE PRE-INTERIM PHASE


CONTENTS

1. Introduction
2. Forum Area
3. What would be the effect of being included in the Metropolitan Area?
4. Guidelines to determine boundaries
5. Proposed Metropolitan Boundary for the Pre-Interim Period

APPENDICES:

1. Guidelines for determining boundaries: Extracts from approved Local Government Transition Bill, 1993
2. Application of Guidelines to the Cape Metropolitan Area

This document does not represent the views of any bodies represented on the Forum. Councillor Rothman distances himself from any suggestion that Grabouw or Malmesbury be included in the Metropolitan Area.


**A PROPOSED BOUNDARY
FOR THE CAPE METROPOLITAN NEGOTIATING
FORUM AND
TRANSITIONAL METROPOLITAN COUNCIL
IN THE PRE-INTERIM PHASE**

1. INTRODUCTION

The Cape Metropolitan Negotiating Forum has been established to negotiate the creation of transitional structures of local government in the Cape Metropolitan Area. A large number of local authorities and organisations in the area are members of the Forum.

A number of issues must be agreed on by the Forum by mid-April 1994 (within 90 days of the Local Government Transition Bill being promulgated). The outer boundary of the metropolitan area is one of these issues. Other issues are the inner boundaries, that is, boundaries of transitional metropolitan substructures (local councils), the powers and functions of the Transitional Metropolitan Council (TMC) and the nominations of appointed councillors. The Forum's proposals must be sent to the Administrator for approval.

The decisions taken on boundaries at the present stage of the process are not final. They are only for the purpose of creating transitional structures and can be changed at the next stage, before local elections are held.

This document has been produced by Working Group 1 of the Forum for discussion purposes. The Forum intends producing discussion documents on other relevant issues in the next few months.

This report proposes an outer boundary for the Cape Metropolitan Area to serve as the boundary of the TMC, when this is established later this year. The Forum invites your comments on these proposals.

The document is being sent to as many organisations as possible for this purpose. Comments, in writing, must be submitted to:

The Secretariat
Cape Metropolitan Negotiating Forum
2 Anson Road
OBSERVATORY 7925
(Telephone 471-280)

Submissions must be made by 7 February 1994. If your organisation wishes to make verbal comments to the Steering Committee, please write a letter before this date to the Secretariat to arrange an appointment.

2. FORUM AREA

The Bill states that the Forum must negotiate on the Forum Area. The criteria to be used in determining this area are the same as in the determination of the boundary of the Transitional Metropolitan Council. These criteria (guidelines) are contained in Appendix 1. Since the same criteria apply to both, this document has treated the two in a combined exercise. The application of the guidelines in Appendix 2 therefore relates to both the Forum Area and the boundary of the Transitional Metropolitan Council.

3. WHAT WOULD BE THE EFFECT OF BEING INCLUDED IN THE METROPOLITAN AREA?

An important factor in deciding the boundary of a transitional metropolitan council is the impact that this will have on communities.

Unfortunately, the implications cannot be spelt out yet. The main implications would be around three issues:

- What are the financial implications of being included in the metropolitan area?
- What power would the metropolitan council have over metropolitan substructures (local councils)?
- What services can a local area expect from the TMC?

The Local Government Transition Bill sets out part of the answer to these questions (see Appendix 1). In the discussion below, an attempt is made to explore these implications.

3.1. Financial implications of being in the Metropolitan Area:

Transitional Metropolitan substructures (local councils) which are included in the Metropolitan Area will be affected financially, because they will have to contribute to the finances of the TMC and will receive budget allocations from the TMC. It should be noted that, right across the country, local government will need to give priority to development of low-income communities. This will impact financially on all ratepayers whether they are inside the metropolitan area or not.

The Bill states that the TMC will control:

- the present RSC services and establishment levies
- tariffs from services supplied
- grants from central and provincial government
- 'an equitable contribution from any transitional metropolitan substructure' based on its gross or rates income. (*Schedule 2, section 23 - 25*).

The TMC, on which all metropolitan substructures (local councils) in the area will be represented, will determine what the 'equitable contribution' would be. It can ~~only~~ do this after calculating what it will cost to upgrade the living conditions in the under-serviced areas of the metropolitan area and what funds it can expect from central and provincial government for this purpose. The final decision on the TMC's budget must be taken by a two-thirds majority.

3.2 Powers of Transitional Metropolitan Council:

If a transitional metropolitan substructure (local council) is included in the Metropolitan Area, this will have an impact on its powers and functions, because the Bill gives certain powers to the TMC. The Bill also allows for the Forum to negotiate more powers for the TMC, if needed.

Apart from the financial powers outlined above, the Bill states that the TMC will have the power of metropolitan co-ordination, land usage, transport planning and environment conservation (*Schedule 2, sections 4 and 19*). A metropolitan substructure (local council) within the Metropolitan Area will therefore not have total control over these matters.

3.3 What services will the TMC provide?

A metropolitan substructure (local council) within the metropolitan area will not be responsible for providing any metropolitan bulk services in its area, because those services will be provided by the TMC. However, the TMC can decide not to exercise any of the powers or duties set out in the Bill, leaving these to another body to carry out. Normal local government functions will still be performed by metropolitan substructures.

The Bill provides for the TMC to provide the following services in its area:

- bulk supply of water, electricity
- bulk sewerage purification works, main sewerage disposal pipelines
- arterial-metropolitan roads and stormwater drainage
- passenger transport services, traffic matters
- abattoirs, fresh produce markets
- refuse dumps
- cemeteries and crematoria
- hospital, ambulance and fire brigade services
- airports
- civil protection
- metropolitan museums, libraries and recreation facilities
- tourism promotion; promotion of economic development and job creation (*Schedule 2, sections 1 - 3, 5 - 18 and 19 - 22*).

The Bill also allows the Forum to give the TMC more functions than this.

The Forum has not discussed the issue of powers and functions as yet. This issue will be addressed in the next Discussion Document.

3.4 Implications

Without sufficient information and at this early stage in metropolitan negotiations, it is only possible at this point to give a general indication of the implications of inclusion in the metropolitan area. However, it should be borne in mind that the boundaries determined for the pre-interim phase can be revised before local elections are held. At that stage, a more informed decision could be taken on this question.

4. GUIDELINES TO DETERMINE BOUNDARIES

The Local Government Transition Bill lays down guidelines to help determine boundaries of transitional councils (see Appendix 1). These guidelines must be used both by the Forum in its negotiations and by the Provincial Demarcation Board when it makes its decisions.

In summary, the factors that must be taken into account when deciding on the metropolitan boundary are as follows:

- 4.1. Natural features such as mountains, hills, coastlines, rivers, watersheds and land form (*Schedule 6, section 1*).
- 4.2. The geographical location of people in cities, towns, villages and rural areas forming a unit for purposes of efficient metropolitan government (*Section 1.1(vii)(c); Schedule 6, section 2*).
- 4.3. The boundaries of existing municipal or regional bodies, for example, the existing boundary of the Western Cape Regional Services Council and municipal boundaries. (When considering existing municipal boundaries note must also be taken of pre-1971 areas of administration i.e. prior to the formation of "Bantu Administration Boards.") Also included are service areas like bulk supply areas for water, electricity and existing combined health schemes (*Section 1.1(vii)(a); Schedule 1, section 1.2; Schedule 6, section 3*).

- 4.4. The need to co-ordinate the existing and future use of land including industrial, business, commercial and residential uses and transport (*Schedule 6, section 4*).
- 4.5. The cheapest, quickest, easiest, best way to supply and maintain services such as water and electricity, sewerage and stormwater drainage (*Schedule 6, section 5*);
- 4.6. The inclusion of enough land in the metropolitan area to allow for population growth over time, providing land for business opportunities, sport/play areas and community activities (*Schedule 6, section 6*).
- 4.7. The co-operation or link that exists between people because they stay, work, travel, study, play sport or relax together. Some of these links can be seen in facilities such as universities, hospitals, theatres and sports stadiums which serve the whole metropolitan area (*Section 1.1(vii)(b); Schedule 1, section 1.2; Schedule 6, section 7*).
- 4.8. The extent to which an area forms a functional economic unit with links between businesses, factories and residential areas to achieve mutual benefit (*Section 1.1(vii)(d); Schedule 1, section 1.1 and 2; Schedule 6, section 8*).

5. PROPOSED METROPOLITAN BOUNDARY FOR THE PRE-INTERIM PERIOD

When the above guidelines are applied to the Cape Metropolitan Area (see Appendix 2) it can be seen that it will not be easy to determine an outer boundary without more in-depth research and negotiations with communities in affected areas. This is likely to be a lengthy process.

The Local Government Transition Bill allows the Forum very limited time to make decisions. However, as mentioned earlier, it allows the boundary of the metropolitan area to be redrawn after the TMC is established and before local elections take place.

It may therefore be desirable to agree to a boundary which is provisional at this point. This approach has the advantage of allowing the Forum to reach agreement on this matter fairly rapidly. At the same time, it allows for more

informed decision-making to take place before a final decision is made.

From the point of view of simplicity and convenience at this stage, it would seem sensible to use the boundary of the RSC as the boundary of the TMC for the pre-interim period. Further technical investigations may indicate that other areas may have to be considered for inclusion in the Metropolitan Area.

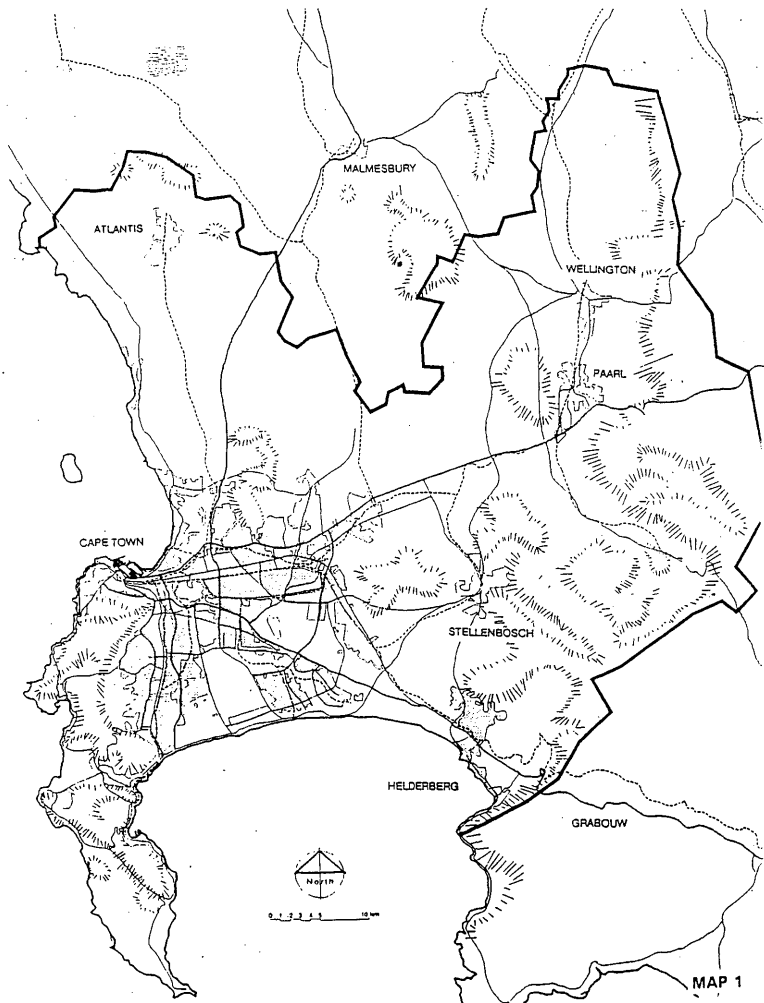
or [^]exclusion from?

6. RECOMMENDATION

It is therefore recommended that the Forum adopt the boundary of the Western Cape Regional Services Council, as shown on Map 1, as the boundary of both the Forum Area and the area of jurisdiction of the Transitional Metropolitan Council, with the proviso that this is for the pre-interim phase.

Further, it is recommended that this boundary be fully reinvestigated before elections are held for the Transitional Metropolitan Council.

EXISTING RSC BOUNDARY



MAP 1

APPENDIX 1

GUIDELINES FOR DETERMINING BOUNDARIES: EXTRACTS FROM APPROVED LOCAL GOVERNMENT TRANSITION BILL, 1993*

SECTION 1.(1)(vii)

"metropolitan area" means any area -

- (a) comprising the areas of jurisdiction of multiple local governments;
- (b) which is densely populated and has an intense movement of people, goods and services within the area;
- (c) which is extensively developed or urbanized and has more than one central business district, industrial area and concentration of employment; and
- (d) which, economically, forms a functional unit comprising various smaller units which are interdependent economically and in respect of services;

SCHEDULE 1: PRINCIPLES AND PROCEDURES REFERRED TO IN SECTION 6

Area of forum

- 1.(1) Subject to the provisions of this Bill, a forum shall be established for each economically and historically bound area, ranging from a stand-alone town with or without satellites to a complex metropolis.
- (2) Criteria for the establishment of a forum include commercial and industrial linkage, daily commuting patterns, provision of services within the area, and the areas of jurisdiction of local government bodies, including areas of jurisdiction of such local government bodies, existing before 1971, if any.

* Copies of this Bill are available from the Government Printer.

SCHEDULE 6: CRITERIA REFERRED TO IN SECTION 11(6)(b)

1. Topographical and physical characteristics of the area concerned.
2. Population distribution within the area concerned.
3. Existing demarcation of areas pertaining to local government affairs and services, including existing areas of local government bodies and areas existing before 1971 as areas of such local government bodies (if any) as well as areas of regional services councils and joint services boards.
4. Existing and potential land usage, town and transport planning, including industrial, business, commercial and residential usage and planning.
5. Economy, functionality, efficiency and financial viability with regard to the administration and rendering of services within the area concerned.
6. Development potential in relation to the availability of sufficient land for a reasonably foreseeable period to meet the spatial needs of the existing and potential residents of the proposed area for their residential, business, recreational and amenity use.
7. Interdependence of and community of interest between residents in respect of residency, work, commuting and recreation.
8. ~~The~~ integrated urban economy as dictated by commercial, industrial and residential linkages.

APPENDIX 2

APPLICATION OF GUIDELINES TO THE CAPE METROPOLITAN AREA

In this Appendix, the guidelines set out in Appendix 1 are applied to the Cape Metropolitan Area.

1. PHYSICAL CHARACTERISTICS (*Schedule 6, section 1.*)

The Cape Metropolitan Area (CMA) is well demarcated by landmarks, the most significant being the coastline and mountains. It is situated on a coastal plain at the western side of a major mountain chain. The physical setting of the CMA therefore represents a geographic unit. Towns on the metropolitan fringe such as Paarl/Wellington, Stellenbosch, Atlantis and Malmesbury form part of this geographic entity.

The CMA also forms part of a unique environmental bio-region, the Cape Floral Kingdom. This region contains 8 500 plant species, 70% of which occur nowhere else on earth. It is important to take this physical characteristic into account when deciding on boundaries, since it contains environmental resources and hazards which are best managed in an integrated and co-ordinated manner.

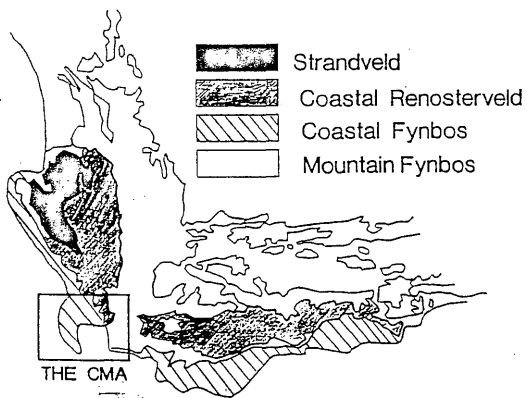
The bio-region covers a very large area which should be managed as a single administrative unit at provincial level (see Map 2). Bio-regional management at metropolitan level should complement regional management. The best way to manage smaller areas within the bio-region is to combine several river catchment areas into a manageable unit. The CMA is split into five important catchment areas which can be combined without negative effects. The boundaries of these catchments are shown on Map 3.

2. POPULATION DISTRIBUTION (*Section 1.(1)(vii)(c); Schedule 6, section 2.*)

Map 4 illustrates the geographic distribution of population in the various urban areas in the metropolitan area. This map does not show population in areas outside of the urban areas.

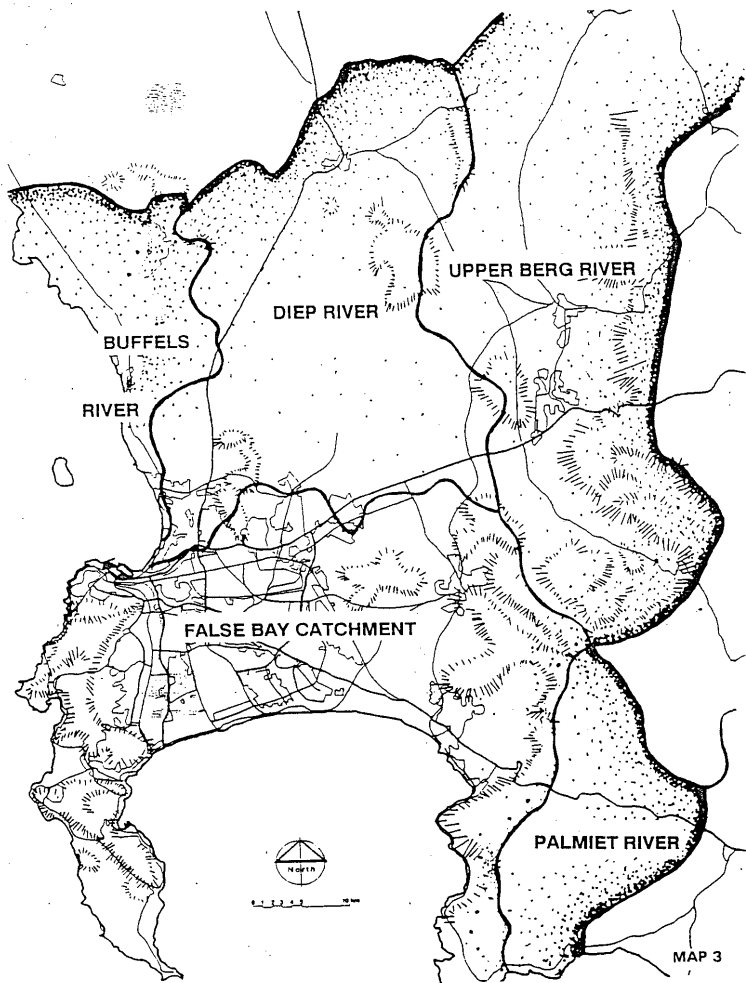
The inner metropolitan area shows the largest concentration of people. This area absorbed some 80% of new growth in the last decade. Satellite towns are

THE CAPE BIO-REGION



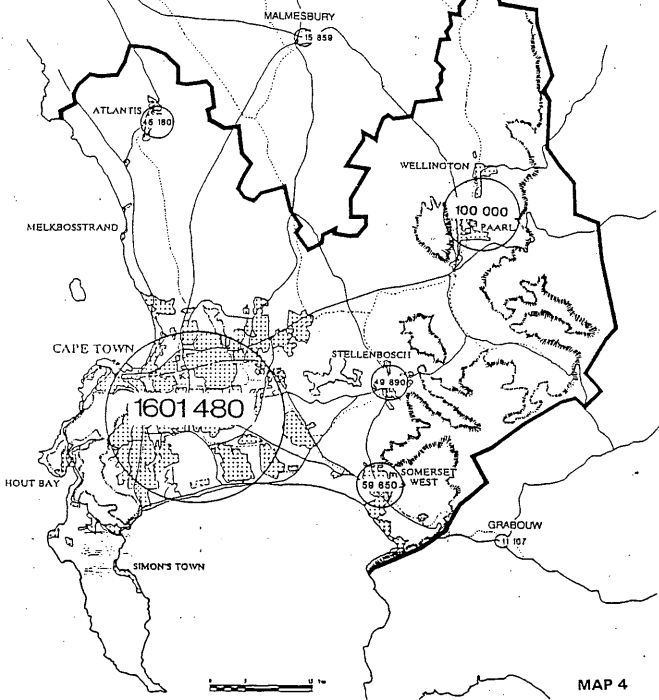
MAP 2

MAJOR CATCHMENT AREAS



MAP 3

GEOGRAPHICAL DISTRIBUTION OF POPULATION ADJUSTED 1991 CENSUS



MAP 4

located in a band approximately 50km from the inner metropolitan population area. This ring of towns includes Atlantis, Malmesbury, Paarl/Wellington, Stellenbosch, Helderberg and Grabouw. They form part of the interdependent hinterland of the inner metropolitan area, even though their built up areas are not adjoining.

The satellite towns achieved remarkable proportional rates of population growth between 1980 and 1990.

| PROPORTIONAL INCREASE IN POPULATION BETWEEN 1980 AND 1991 (Census data) | |
|---|------------|
| Atlantis | 69% |
| Malmesbury | 19% |
| Paarl | 19% |
| Wellington | 22% |
| Stellenbosch | 15% |
| Grabouw | 52% |
| Metro Area | 37% |

The towns on the metropolitan fringe face growth demands which are similar to those of the inner metropolitan area, despite the fact that this growth occurs from a smaller base.

An emerging trend is for peripheral towns to serve as dormitory centres for commuters who work in the inner metropolitan area, strengthening the economic interdependence of these satellites with the inner area. Every day 50 000 commuters travel between the peripheral towns and the inner metropolitan area. This is nearly half of all the workers on the metropolitan fringe.

Experience from other cities indicates that peripheral areas could grow at a faster rate than the inner metropolitan. Increasing population in satellite towns will place increasing demands on services and facilities both in those towns and in the central area, due to the functional interdependence of core and periphery. It is essential that such areas be included within the metropolitan area to ensure that this process can be planned and managed in a co-ordinated and integrated manner by a metropolitan authority.

3. **EXISTING ADMINISTRATIVE BOUNDARIES AFFECTING THE DEMARCATION OF A METROPOLITAN AREA** (*Section 1.(1)(vii)(a); Schedule 1, section 1.(2); Schedule 6, section 3.*)

Map 5 displays current local authority boundaries within the Western Cape RSC area. From this it can be seen that the only administrative boundary which needs to be taken into account in demarcating the metropolitan area is that of the RSC, since it already demarcates the existing administrative region. This boundary is shown on Map 1.

4. **LAND USE, TRANSPORT AND ENVIRONMENTAL PLANNING** (*Schedule 6, section 4.*)

In determining the metropolitan boundary, we need to take into account the need for a meaningful land unit which permits co-ordinated management and planning of land use, transport and environmental conservation at the metropolitan level. This is particularly important in an area which is experiencing high rates of urbanisation.

The management of environmental resources and the provision of bulk services are both facilitated through using catchment boundaries to inform administrative and political boundaries. Catchments for the purpose of metropolitan management are indicated on Map 3.

Other factors which need to be considered in the determination of a functional unit for planning and management purposes include population settlement and growth, commuting patterns and economic linkages. These are addressed elsewhere in this document and are not repeated here.

Map 6 demarcates the functional area for the CMA from the point of view of co-ordinated management of development. This area allows for bulk infrastructure management, land use and transport planning, while also presenting a viable unit for bio-regional management.

5. **EFFICIENT AND VIABLE ADMINISTRATION AND SERVICES**
(Schedule 1, section 1.(2); Schedule 6, section 5.)

The concern for efficient and viable administration of services has been addressed in the discussion on determining a functional area in section 4 above and shown on Map 6. This discussion is therefore not repeated here.

6. **ALLOWING SUFFICIENT LAND FOR URBAN GROWTH**
(Schedule 6, section 6.)

Approximately 1 200ha of agricultural land was lost to urban development in towns on the metropolitan periphery during the last decade, representing a 26% increase in their area. At the same time the proportional increase of the inner metropolitan area was 18% (Western Cape Regional Services Council (2): 1993).

Such expansion in either environmentally sensitive areas or useful agricultural land is extremely expensive in economic, environmental and personal terms. Increasingly, it is being recognised that future development will have to take place at much higher densities than in the past in order to reduce the negative impact of urban growth. Estimates of land needed for urban growth in the next ten years have therefore assumed that densities will increase significantly.

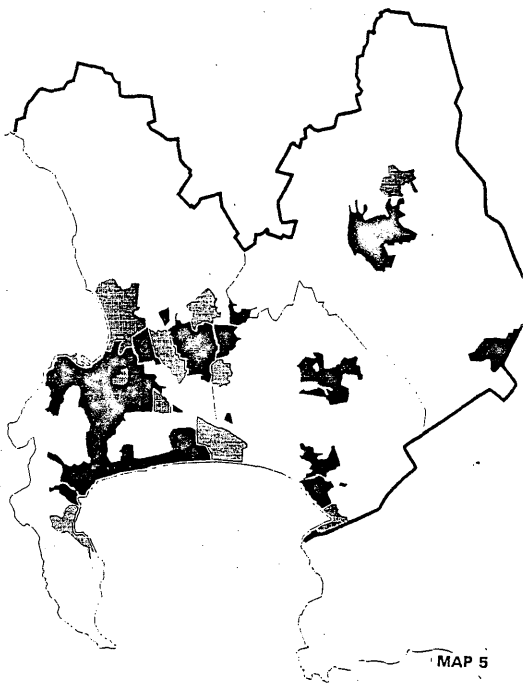
The total land need for the next fifteen years in the area of the current RSC is estimated to be between 20 and 50 000 ha, depending on the density of future development (Derek Chittenden Associates 1989).

It has been estimated that the projected future population growth in the inner metropolitan area could be accommodated within the existing urban area for the next ten years (Interim Metropolitan Development Framework: 1993). An estimated 19 000 ha of vacant land is available within the inner metropolitan area itself to absorb such development.

The urban areas on the metropolitan fringe also have sufficient vacant land to accommodate their anticipated land needs within existing urban areas or on land designated for urban use in structure plans.

It can therefore be concluded that the need to accommodate urban growth will not have a significant effect on the demarcation of a metropolitan boundary.

MUNICIPAL & RSC BOUNDARIES



7. **INTERDEPENDENCY AND COMMUNITY OF INTEREST**
(Section 1.(1)(vii)(b); Schedule 1, section 1.(2); Schedule 6, section 7.)

Interdependency and community of interest is best illustrated through an analysis of patterns of interaction across the metropolitan area. A good indicator of this would be commuting patterns. Unfortunately, recent studies have not differentiated between work-related and other commuting.

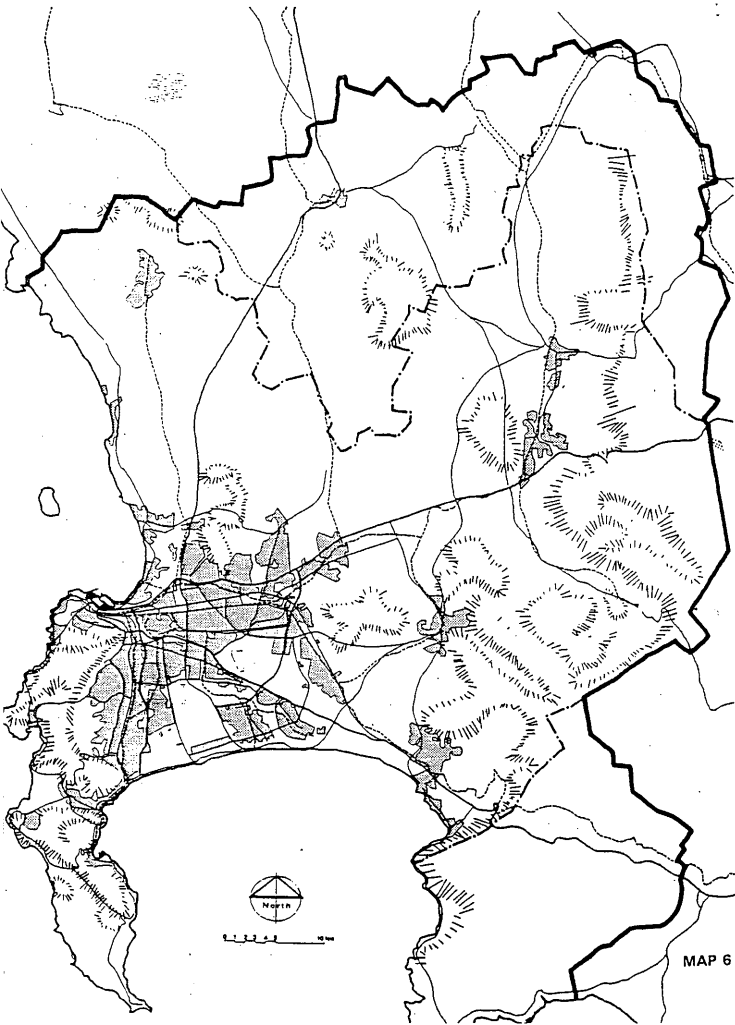
Map 7 illustrates the daily flow of commuters across the metropolitan area. It indicates that jobs are concentrated in the inner metropolitan area while people live increasingly further away. Nearly a third of the working population in towns on the metropolitan fringe work in the inner metropolitan area.

The demarcation of the commuting area is best reflected by an estimated 60km radius stretching from Cape Town CBD (see Map 8). This radius includes all the towns on the metropolitan fringe.

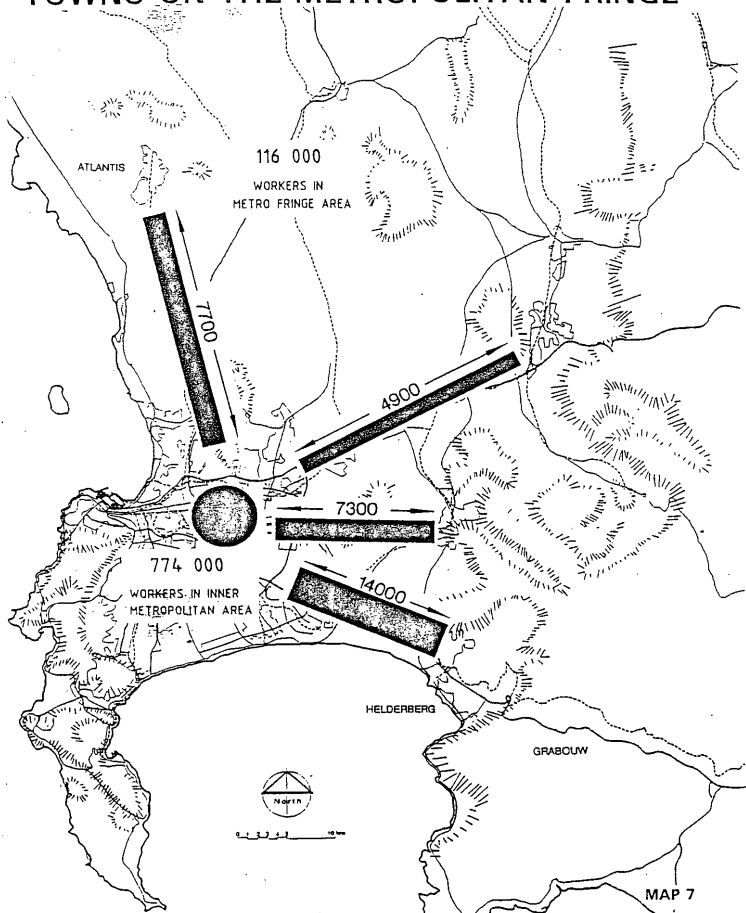
Several metropolitan facilities are concentrated in the inner metropolitan area. People living in towns on the metropolitan fringe benefit from these facilities. Some of these towns, such as Stellenbosch and Wellington, also provide facilities which are used by people from all parts of the metropolitan area.

It would be desirable if people who live on the metropolitan fringe and who benefit from the services and facilities provided in the metropolitan area, were to contribute to its the revenue base and have a say in its government.

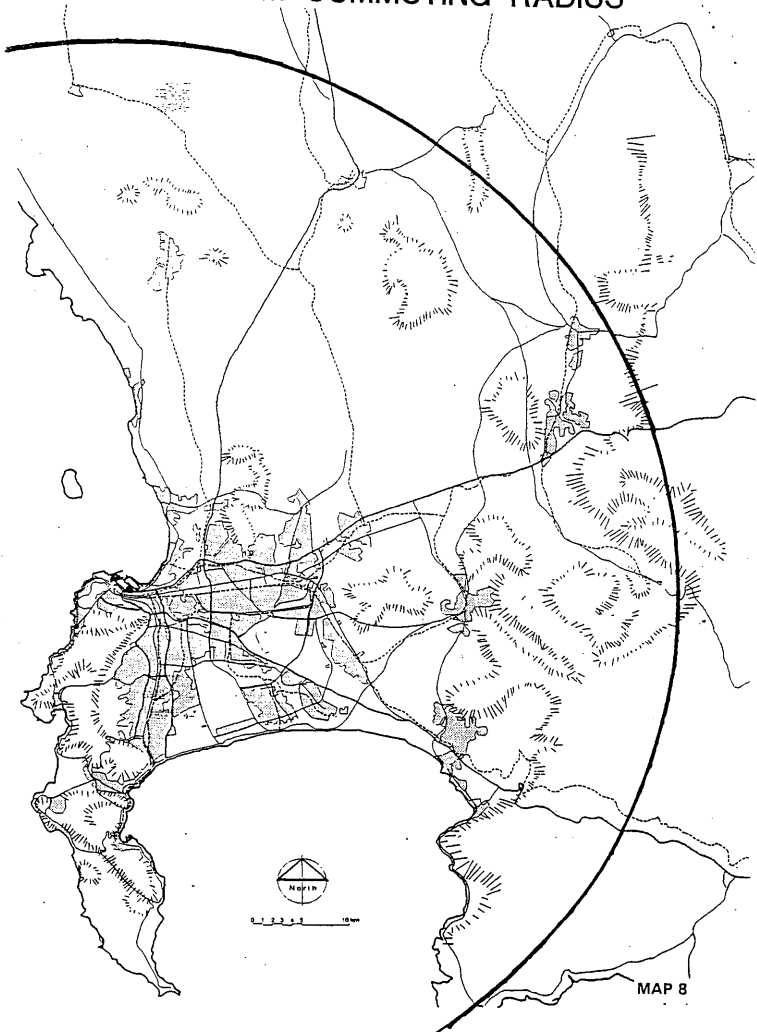
FUNCTIONAL AREA



DAILY FLOW OF COMMUTERS BETWEEN INNER METROPOLITAN AREA AND TOWNS ON THE METROPOLITAN FRINGE



MAXIMUM COMMUTING RADIUS



MAP 8

8. **THE INTEGRATED URBAN ECONOMY** (*Section 1.(1)(vii)(d); Schedule 1, section 1.(1) and (2); Schedule 6, section 8*)

There is an integrated economic relationship between metropolitan core and periphery. Areas on the metropolitan fringe are dependent on the markets, financial services, jobs and higher order facilities provided in the inner metropolitan area.

The boundaries indicated on Map 6 are wide enough to include the area of metropolitan economic interaction.

9. **CONCLUSIONS**

It is therefore recommended that the Forum adopt the boundary of the Western Cape Regional Services Council, as shown on Map 1, as the boundary of both the Forum Area and the area of jurisdiction of the Transitional Metropolitan Council, with the proviso that this is for the pre-interim phase.

Further, it is recommended that this boundary be fully reinvestigated before elections are held for the Transitional Metropolitan Council.

BIBLIOGRAPHY

- Brecher C and Horton R.D. Setting Municipal Priorities: 1990. New York University Press 1989.
- Cape Town City Council Public Transport Study for Cape Town Metropolitan Transport Area: Problems and Issues. Liebenberg & Stander 1993.
- Derek Chittenden & Associates The Cape Town Metropolitan Area: Towards a Growth Strategy for the West Coast. Faircape Homes Ltd. 1989.
- Garreau J Edge City: Life on the New Frontier. Archer Books, Doubleday, New York 1992.
- Western Cape Regional Services Council (1) Implications of the pattern of land consumption in the Cape Metropolitan Area. MDF Working Paper. MLH 1993.
- Western Cape Regional Services Council (2) Vacant Land Study. Macroplan 1993.
- RSA (1) 1980 Census.
- RSA (2) 1991 Census.
- Economic Development Forum: Urban Development Commission The Way Forward, Interim Metropolitan Development Framework discussion document. MLH 1993.